

PROVINCIAL DISASTER Response Plan

Methodological Report



YUMI REDI Consortium project
Together Becoming Resilient

Torba Province

FRENCH RED CROSS

2016



Humanitarian Aid
and Civil Protection



TOGETHER, BECOMING RESILIENT! | YUMI REDI consortium

Since 2010 the Vanuatu Red Cross Society (VRCS), supported by the French Red Cross, has been implementing a DRR program called “Together Becoming Resilient” (TBR) in 4 provinces throughout Vanuatu.

In 2015 a consortium project entitled “Yumi Redi” started supporting this programme.



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Abbreviations

ACDC	Area Council Disaster Committee
ACS	Area Council Secretary
BO	Branch Officer
CAP	Community Action Plan
CBDRR	Community Based Disaster Risk Reduction
CCA	Climate Change Adaptation
CDC	Community Disaster Committee
CRP	Community Response plan
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
FGD	Focus Group Discussion
FRC	French Red Cross Society
HQ	Headquarters
KAP	Knowledge, Attitude, and Practice
MoU	Memorandum of Understanding
NDMO	National Disaster Management Office
NGO	Non-Governmental Organization
ODK	Open Data Kit
PEOC	Provincial Emergency Operational Centre
PDC	Provincial Disaster Council
PDO	Provincial Disaster Officer
PDP	Provincial Disaster Plan
SBO	Sub-Branch Office/Sub-Branch Officer
SoP	Standard Operational Procedure
TBR	Together Becoming Resilient
TC	Tropical Cyclone
VCA	Vulnerability and Capacity Assessment
VRCS	Vanuatu Red Cross Society

1 GENERAL CONTEXT

1.1 Background on legislation and process

In 2000, the Vanuatu Government passed the National Disaster Act, which recommends the development of Provincial Disaster Risk Management (DRM) Plans (Article 9). The National Disaster Management Office (NDMO) reaffirmed this need by defining the development of Provincial Disaster Plans in collaboration with DRM stakeholders in Vanuatu in its 2016 strategy as a priority.

The Yumi Redi project launched in 2015 and funded by DIPECHO, in response to this governmental objective, comprises a result which consists in developing Provincial Plans in Tafea (Care) and Torba (French Red Cross) Provinces. On January 17th 2015, the Vanuatu Community Based Disaster Risk Reduction (CBDRR) Working Group, led by the NDMO, revised the plan's framework during a one-day workshop. These works were based on a first draft that had been edited by the NDMO as well as on international standards (UN and IFRC).

During this workshop, a collective decision was made to focus on the emergency and early recovery phase of the DM cycle. Indeed, the preparation phase needs to be mainstreamed into a wider development plan, for the province to be able to mobilize or to advocate for the allocation of appropriate resources (financial, human, and in terms of training) to implement awareness campaigns, to manage volunteers as Community Disaster & Climate Change Committees (CDBCCs) members, or to undertake mitigation measures (for coastal erosion, maintenance of infrastructures like roads and airports with drainages and bridges, development of water networks to fight against drought effects, etc.).

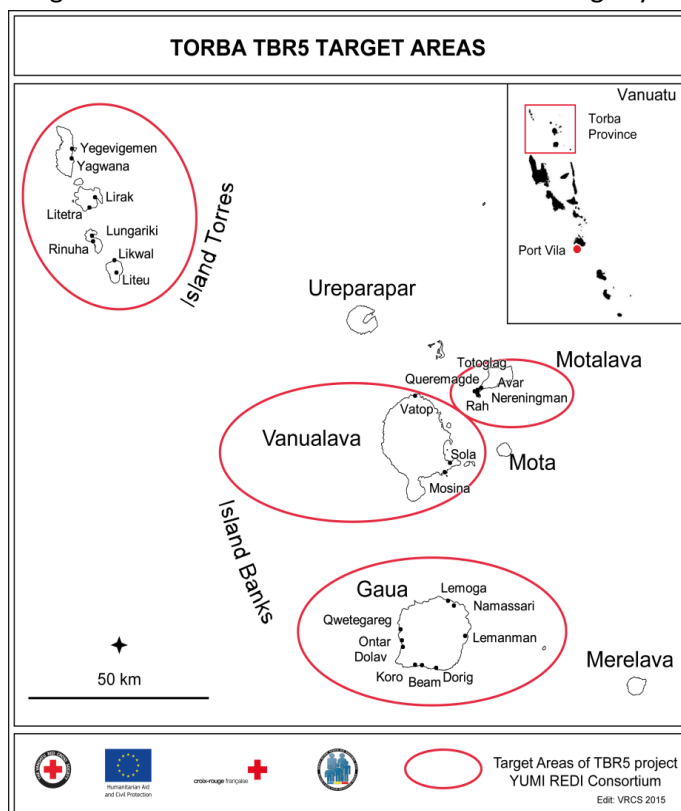
Given the financial constraints linked to the mitigation component, it was decided by the group that it was wiser to support Provinces in integrating DRM aspects in their development plans than to integrate them all in one plan, therefore taking the risk to be inconsistent with the existing 5-year plan in Torba (2013 – 2018).

The meeting held on March 22nd endorsed that the Provincial plan would be named "Provincial Disaster Plan" (PDP).

1.2 Project background

The "Together Becoming Resilient" (TBR) program has been implemented in Torba Province since 2010, in partnership with 25 rural targeted communities.

In the Yumi Redi Project scope, the 4th phase of the program is designed to ensure the sustainability of Disaster Risk Reduction (DRR) activities by reinforcing



the Provincial level. During the previous phase, the Red Cross supported the Provincial Disaster Committee (PDC) in terms of preparedness (simulation exercise, Sola mitigation action plan...), and Disaster Response (Gaua volcano eruption in 2009, Sola flood in 2012, TC Lucy in 2014...).

In 2009 and 2015, Torba PDC started to develop specific response plans for Volcano, Drought and Cyclone for the province, following the recommendation of the National Disaster Act N0.31 of 2000 Section 11 Subsection 1.

The current project wishes to support the NDMO and the PDC to develop a Provincial Disaster Plan for Torba Province and is implemented in consortium with Save the Children (lead), Care, and Oxfam. The Present workshop will help collect the information needed and get consensus within the PDC and Area Council Secretaries (ACS) to develop the PDP for Torba Province in a participatory way.

2 OBJECTIVES AND EXPECTED OUTCOMES

2.1 Objectives

The overall objectives of the workshop are:

- To support NDMO and PDC to set up the Provincial Disaster Plan (PDP) and ACS consultation process;
- To increase participants understanding of disaster management legal framework in Vanuatu;
- To increase participants understanding of the roles & responsibilities of Community Disaster and Climate Change Committees (CDCCCs), PDCs, NDMO and National Disaster Committee (NDC);
- To increase the participants understanding of and get their feedback on the Standard Operational Procedure (SoP).

2.2 Expected outcomes

The corresponding outcomes are expected to be the following, with a special focus on the first one:

1. **A draft Provincial Disaster Plan (PDP)** is developed;
2. **Participants have a clear understanding of the disaster management legal frame** in Vanuatu;
3. **PDC and ACS know their roles and responsibilities** in the frame of the PDP;
4. **SoPs are understood and feedback is collected** in order for the NDMO to adjust it.

3 WORKSHOP METHODOLOGY

3.1 Approach

Since several years working on DRR in Vanuatu, the VRCS/FRC has learnt **participatory approach** is the best way to gather thoughts, feedback and recommendations from actors by working all together. In that sense, the workshop is based on presentations, participatory methodologies and consultation. For instance, participants were asked if they wished the final PDP to be written in English or in Bislama, the vehicular language. It appeared English was fine, as it is not a document to be handed over at the community level. They will also be consulted at the final stage for the document validation.

The ultimate objective is that participants **take ownership of the final document** that they will have fed in the process. Simulation exercises are especially designed to facilitate discussions and feedbacks so that the document is constructed by and for participants and the inhabitants of Torba Province.

3.2 Preparatory Work

3.2.1 Preliminary Research

Preliminary researches for the workshop preparations included:

- **Legal research** on official documents (National Disaster Act 2000, National Disaster Plan 2010, NDMO Strategy 2016) to get background on DRR legal framework in Vanuatu;
- **Historical Data research** on previous Disasters in Torba Province using the Database on desinventar.com and the meteorological database;
- **Map research** to have background on previous mappings and obtain base maps to use during the workshop (Department of Lands).

3.2.2 Development of tools

A set of tools was developed prior to the workshop, to give the participants both support and working materials to brainstorm on:

- Provincial Disaster Plan Template (Appendix 4)
 - The text body was extracted from available official documents, consolidated by the FRC and validated by the NDMO – white typology
 - Some parts are to be edited by the Province – grey squares
 - Some parts are to be filled/completed during the workshop – tables & maps
- Agenda for facilitators, which provides details on exercise methodologies (Appendix 1)
- Presentations
 - Some are designed to explain parts from the text body in the PDP plan
 - Some are designed to introduce and explain exercises or useful/important notions

The workshop Power Point presentation is available in Appendix 6.

- Movies
 - The 1st one is used as a small refresher course on CDC Roles and Responsibilities, which were created to offset the absence of the community level; and remind everyone their reality.
 - The movie on activities implemented in schools for the International Disaster Day in Malekula is used as an example to show participants what CDCs are capable of.
 - Simulation inject
- Provincial Disaster Plan Appendices
 - Official documents and Standard Operational Procedure
 - Resource Data
 - Logistics mapping
 - Historical Data
 - CDC Contact List

3.3 Participants

The participants are Provincial Disaster Committee (PDC) members and all the Area Council Secretaries (ACS), the last governmental links at the local level, for Torba Province.

The choice was made to write and send an invitation letter (Appendix 8) to each potential participant to involve and mobilize actors individually. It is important to gather as many people as possible for this capital workshop.

3.4 Facilitators

- The **NDMO** has to take leadership in the PDP development and validation process. The Director will be in charge of approving the document and staff members will be in charge of the follow-up, which means:
 - To organize simulation exercises,
 - To annually revise appendices,
 - To revise the whole plan once every 5 years.

NDMO representatives at the workshop were:

- The Provincial Liaison Officer Mr. Philip Meto
- The Provincial Disaster Officer Mr. Fisher Young Dinh

- The **Red Cross** is an implementation partner and is at the government disposal with DRR specialists (cf. background). Red Cross is involved through facilitation, development of participatory tools, and funding of the workshop through its TBR Consortium Project.

Red Cross staffs at the workshop were:

- The TBR5 Head of Project Mr. Julien Lamberti
- The TBR4 Head of Project Ms. Isabelle Choutet
- The Branch Officer for Torba Province Mr. David Keith
- The Assistant to the Head of FRC Delegation in Vanuatu Ms. Morgane Rosier

3.5 Tools and Participatory Methodology

The choice of methodologies to use during the workshop was facilitated by the experience VRCS/FRC has been acquiring since several years working on DRR in Vanuatu, and 6 years in some communities in Torba Province.

The aim is to develop a PDP, which includes Standard Operational Procedures (SOP), by conducting efficient consultation, then organizing training for the PDC and ACS on the disaster risk management (DRM) cycle as well as on their own roles and responsibilities within this cycle. This will allow the Red Cross to support them in using the plan in the best possible way.

To reach this aim, **the means** have to be as participatory as possible, adapted to the audience, adapted to the type of answers/data we want to collect. For this workshop, 5 different participatory methodologies were used.

3.5.1 Presentation / Movies

Presentations and movies are used as learning tools and supporting materials for discussion. The PPT presentation developed for the workshop regroups explanations on the PDP text body, on key DRR notions, and on exercises. It was also a way to remember CDC roles and responsibilities (for example to conduct first assessment) during a workshop where there was no CDC representative.

The two movies displayed were used as support material for discussions and feedback from participants.




3.5.2 Brainstorming

The workshop activities, designed to gather elements to fill the PDP, were mainly based on oriented brainstorming sessions. A brief presentation usually introduced the exercise for the participants to identify which part of the plan was concerned and to explain useful notions (e.g. risk, vulnerability, etc.).

Participants were divided in working groups to facilitate discussions, and were provided with flipcharts which had been prepared in advance and on which they could take notes on what came out of their collective thinking. The flipcharts corresponded to the tables to fill in the PDP plan (e.g. information on previous disasters, various scenarios, etc.).

Disaster Scenario

- The hazard can affect an area with different intensity that we define the level of damage and the response option to be choose.
- It is important to considered different kind scenario that may happen per hazard.

 **The global impact will be different follow the scenario (flood are near the river, cyclone is wider...)**

BEST CASE SCENARIO:


- Small impact (1 village) - few damage – Community self recovery
- Recovery in few weeks

MOST LIKELY SCENARIO:

- Significant impact (One island or part of it) – livelihood impact – infrastructure
- Recovery expect to be in few months

WORST CASE SCENARIO

- Sever impact (Full Province) – livelihood impact – infrastructure
- Recovery in Years

 **Exercise:** In groups, fill the disaster scenario flip chart per hazard (impact / Response / Resource)

Scenario	Impact/s <small>(Damage, figure of population/ number of community / Area affected)</small>	Response <small>(Likely need items or support / Number of household to be support)</small>	Resource <small>(items available/ possible support)</small>
Best-case			
Likely-case			
Worst-case			

Each group was then asked to present and explain their notes in front of everyone, so that the other groups could also provide ideas on the spot.

Finally, and after discussions, the final version was validated all together after the participants had reached a consensus.

3.5.3 Mapping

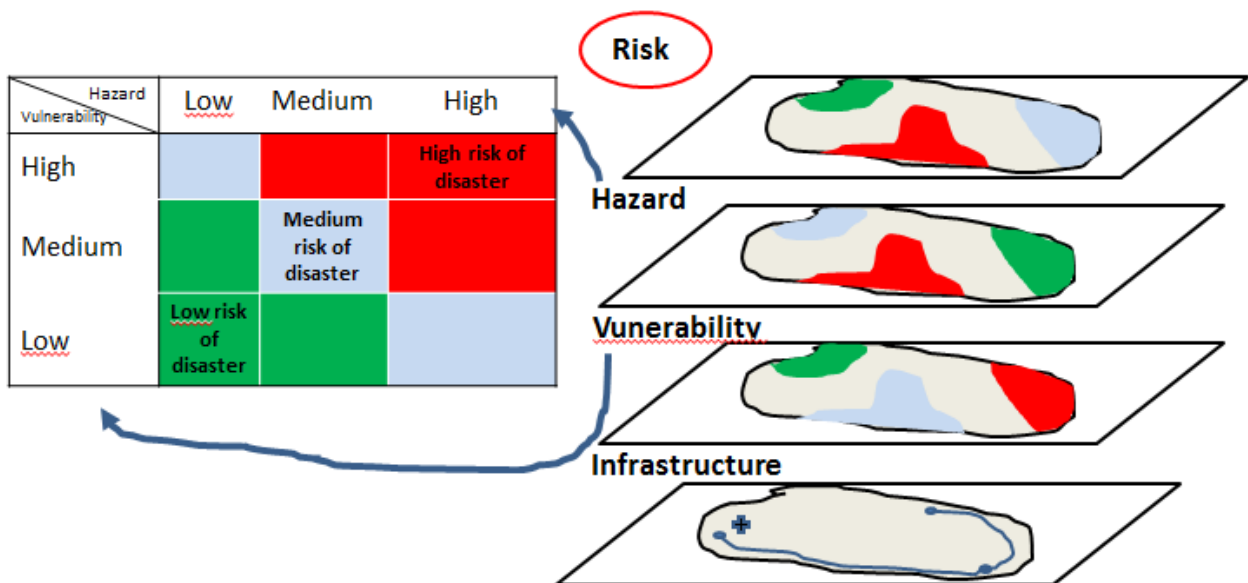
The mapping exercise is designed to have a precise idea of each main island’s infrastructure (schools, aid posts, airports, etc.), vulnerabilities (remote areas), and hazard exposure (cyclone, flood, volcanic eruption, earthquake, tsunami, etc.) in order for the communities and the government to be better prepared for a disaster and to organize the most efficient response in case of disaster.

Participants were divided in groups according to the island they knew best, and were given base maps which were previously printed and covered with 3 plastic layers to indicate firstly the infrastructures and make corrections (village location, names, etc.), and then to indicate three elements:

- 1) Vulnerability
- 2) Hazard
- 3) Risk exposure (deduced from the two previous elements)



A color code was imposed with green corresponding to low, blue corresponding to medium, and red corresponding to high. Markers of these three colors were given to participants for them to draw directly on the corresponding plastic layers.



The maps are being digitally completed according to the information given by the participants, and will be included in the PDP. On the final version the color of the low, medium and high level of vulnerability and hazard exposure will be colored respectively in yellow, orange and red.

3.5.4 Exercise: Table Simulation

Table simulations were developed to facilitate feedbacks on PDP by placing them in realistic situations in terms of disaster preparedness, emergency and response. This exercise allows gathering more feedback than by using a direct approach and asking participants about their thoughts, especially in a context like Vanuatu.

In practice, 4 injects (Appendix 7) had been developed prior to the workshop to stimulate the participants, from the disaster preparedness stage to the technical assessment phase. In groups per sector or actor (WASH, Shelter, ACS, PDC, etc.), the participants had to answer a simulation question and to find/define their respective roles and responsibilities.

Once everyone had reached a consensus, the flipcharts content was integrated in the PDP.

Table simulation - Inject 1
 Category-3 TC Jo is currently in the Solomon Islands and is moving at 8 km/hours in a south west direction. The cyclone is in L1 on the cyclone tracking map. It is expected that its intensity will grow in the next 24hrs.
 NDMO have issued a blue alert for Torba province.

Exercise
 How do we activate the early system

- Trigger:
- Roles & Responsibility:
- Communication channel:
- Challenge and alternative:



Agency	Function - Early Warning System
Provincial Secretary General PDO TORBA Provincial Government Council PDCCC PEOC	<p><u>Trigger:</u></p> <p>Advisory warning alert from NDMO Director. The latter asks for the activation of PEOC to SG.</p> <ul style="list-style-type: none"> - Activation of communication tree - SG + Controller call Heads of Depts. and PDC members for an info meeting - Activation of PEOC under recommendation of NDMO Operator - Set up of PEOC Office - SG contacts ACS if big emergency. Otherwise, communication Officer is named and in charge of notifying ACS and identified as a focal point - Areas where there is no communication, ACS give info through other channels

3.5.5 Group Work

Participants worked in group throughout the workshop, during brainstorming; mapping and simulation exercises. According to the expected outcomes of each exercise and to be consistent with everyone's own area of expertise, they were divided either:

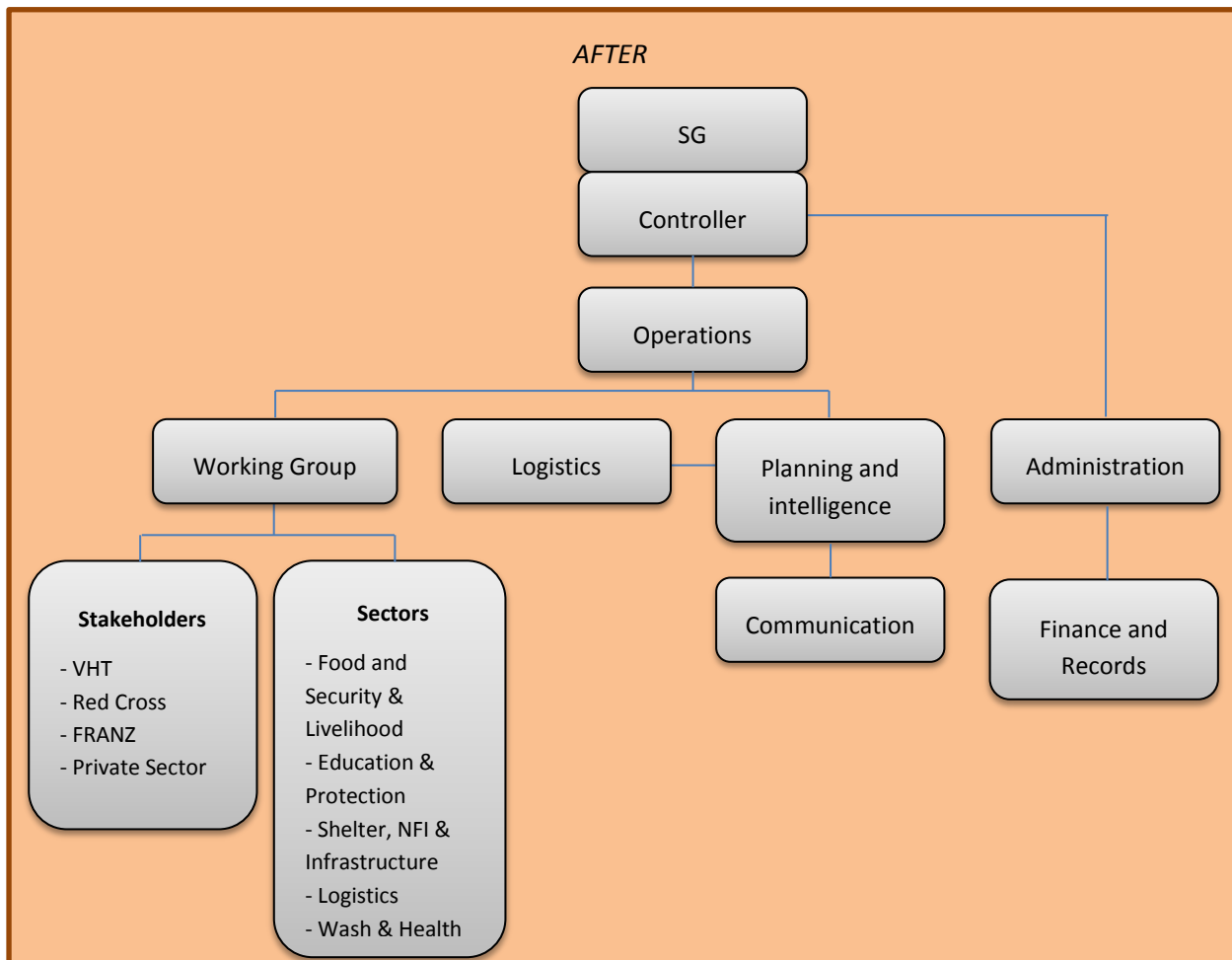
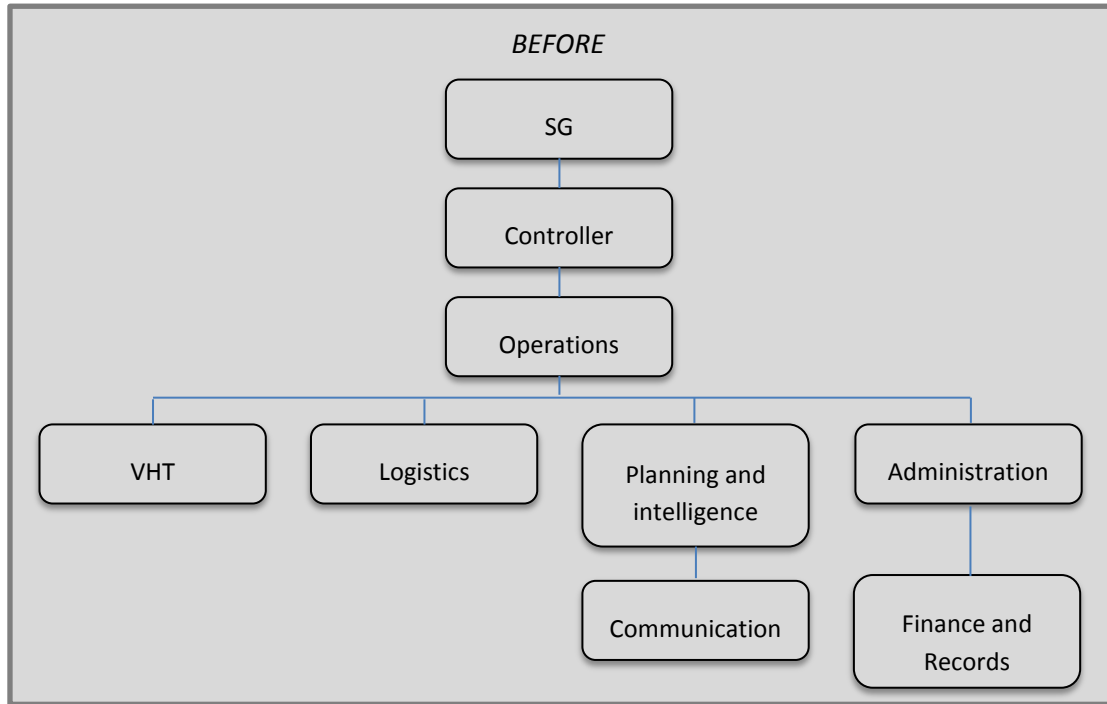
- By hazard, e.g. to define the best, likely, and worst case scenario and risk matrix. Indeed, as some hazards are just affecting specific zones, the participants were divided according to their knowledge on specific risks. For instance, Torres inhabitants know more about tsunami, people from Gaua are familiar with volcano-related risks, etc.;
- By island, e.g. for risk mapping exercise;
- By sector, e.g. during table simulations. Groups are constituted here according to the departments involved;

Group works stimulated discussion and exchanges, and allowed participants who had something in common (origin, area of expertise, job, etc.) to brainstorm on natural disaster related issues.



3.5.6 Plenary Discussion

Plenary discussions were used to debate and finally reach consensus at the end of exercises. For instance, discussions went on regarding the roles of actors in times of emergency, and in particular to set up the Provincial Emergency Operations Centre organizational chart.



3.6 Workshop Preparation

Who?	The HoP for TBR5 project (FRC) was in charge of designing, planning and preparing the workshop in collaboration with the NDMO. His work was based on Care’s planning for the PDP workshop conducted in Tafea Province, and on the outcomes from the meeting with his consortium counterparts (Care, Save The Children, Oxfam) and partners on January 17th this year where the template for Torba Province was developed, based on Care’s work as well.
Where?	The workshop took place in Sola, Vanualava Island, Torba Province. Sola offers a central location, an available conference room for the workshop venue, accommodation for all participants, water, and electricity. Above all, provincial actors could participate in the workshop because the Provincial Government for Torba Province is based in Sola as well as the VRCS Branch Office.
Choice of participants	<p>First, the Secretary General (SG) for Torba Province, Mrs. Ketty Napwatt, was invited as Head of the Provincial Government and the guarantor of disaster preparedness, response and therefore PDP implementation after its development and validation at the national level.</p> <p>Second, PDC members were invited as representative of the government department at the provincial level and because they are directly concerned by PDP plan, which they will have to implement in case of disaster and coordinate the preparation/response.</p> <p>Third, all Area Council Secretaries (ACS) were invited as last governmental links at the local level with the communities. Besides, they are those who know their respective islands the best and can identify and evaluate their vulnerability level.</p>
Invitation	As mentioned above, the choice was made to write and send an invitation letter to each potential participant. The invitation was prepared by the VRCS/FRC and sent on March 15th 2016, one month before the workshop, with the conditions for participation (Appendix 8).
Preparation of the agenda	The agenda was prepared by the HoP for TBR5 project (FRC) in collaboration with the NDMO. It was designed in such way that participants would have enough time to fill the PDP template through participatory exercises, with space for discussion and small presentations.
Choice of animation methodologies	The choice was made to plan a presentation and/or movie for each part of the non-editable parts of PDP, and to organize exercises (brainstorming, group work, mapping, plenary discussions, and table simulations) to be able to fill the PDP editable parts.
Logistics	<p>Plane tickets for participants coming from faraway islands and the project team were booked and paid for 2 months in advance. Boat trips were planned for participants coming from neighboring islands.</p> <p>Arrangements for workshop room, accommodation, and meals for everyone were anticipated by BO and PDO, and paid for at arrival of the VRCS/FRC project team two days before the workshop.</p>

3.7 Workshop

Please find in Appendix 1 the Final Agenda followed during the workshop. Slight changes and adjustments were necessary due to sometimes confusing instructions, animated discussions and debates.

Tools, speeches and facilitation

- Facilitators used the following tools: speeches, presentation, PDP template, simulation injects, flipcharts and movies.
- The welcoming and closing speeches were given by the SG for Torba Province. She reminded the importance of having a PDRP for Torba, a remote province where islands are spread out, infrastructures are poor and there is little access to transport (boat, truck, and plane). This is the case especially after TC PAM where we identified flaws during and in the aftermath of the cyclone. The presence of the Red Cross was much appreciated and crucial during the volcanic eruption in Gaua (2009) and 2012 floods in Sola). The construction of the new building that will host NDMO and RC Offices in Sola should reinforce the cooperation between them and with the provincial government in the implementation of this plan.
- Presentations, explanations of exercises and facilitation were ensured by the VRCS/FRC with the HoP for TBR5 project and the Branch Officer, and by the NDMO with the Liaison Officer and the Provincial Disaster Officer. Each of them was invited to pop in during exercises or discussions to provide inputs in his area of expertise.



Comprehension, involvement and participation

SUCCESES

- Participants answered positively to the invitation (30 participants in total). Besides, attendance remained high with respectively for days 1, 2, 3 and 4: 27, 26, 26, and 27 people attending. The SG participated in several sessions during Day 4 although she had obligations with a representative from an auditing firm to check on an EU project implemented in Torba province. In the same vein, the Provincial Education Officer was attended the last day despite a visit of chiefs who came all the way from Port-Vila for a meeting the same week. The list of participants is available in Appendix 2;
- Participants were highly involved in exercises and discussions all along the workshop, and mentioned several times the importance of the development of a PDP in their interest and for the communities of Torba province in terms of concrete actions to increase disaster resilience. Besides, they also stayed longer every day until 4.30pm instead of 3pm despite their respective work to be able to complete the sessions;
- The level of participation was good, and discussions were rich, as it can be noticed with all the debates launched, comments given during the workshop and the PDP tables filled with recommendations.

CHALLENGES

- Schedule was not respected, often due to arising debates. It was therefore a challenge to end daily sessions on time and release participants so that they could fulfill their work obligations (most of the participants were PDC members);
- Some participants expressed their thoughts on workshop organization: more time should be dedicated to further brainstorming and discussion. Many people suggested organizing the workshop over 5 days.
- Finally, some exercises were not understood well by the participants. For instance, for the exercise on definition of best/likely/worst case scenario, the titles of sections to fill for each case (impact, response, and resources) confused participants on the content they had to fill them with.

Preparation of project team

SUCSESSES

- The team was organized and focused on discussions' content;
- The PDP template was filled in real-time throughout the workshop;
- Exercises could take place smoothly.

CHALLENGES

- It was a challenge to mobilize partners and have them involved in the workshop conception and planning.
- It was hard sometimes for the project team to make debates stop on time and to reach consensus;
- Finally, it was sometimes a challenge to explain notions/exercises/methodologies for the project team.

Outcomes

- The workshop took place with PDC and ACS, and was facilitated by the VRCS/FRC;



- The PDP template was commented and filled for the according pre-identified parts;

- Participants' understanding:

	Before				After			
	None	Small	Good	Very Good	None	Small	Good	Very Good
Of Disaster Management	1	21	0	0	0	7	13	2
Of their role as PDC Members/ACS	0	16	4	2	0	7	13	2

68% of people answered they had a good or very good understanding of DM and of their role at the end of the workshop, compared respectively to 0% and 27% at the beginning.

Besides, participants kept telling they had learnt a lot throughout the workshop. For instance, one participant mentioned he learnt his island had a less vulnerable side ("good side") and a highly vulnerable side ("bad side"). It gives him a global view, and helps him to define a strategy at his island scale to prevent and manage risks, and on which island to focus on in terms of DRR.

4 WORKSHOP ANALYSIS

4.1 Analysis of workshop preparation and execution

Comprehension, involvement and participation

SUCSESSES

- Participants answered positively to the invitation, which shows they are aware of the importance of the consultation process and the establishment of a PDP plan for the Province, in light of the experience during cyclone PAM and El Nino.
- Their level of involvement, participation and attendance throughout the workshop also constitutes a major evidence of their desire to be part of the plan conception, to take ownership of the document and become more resilient towards natural disasters.

CHALLENGE

- Either amount of time planned for some presentations/activities/exercises was not important enough to cover all arising ideas.

Preparation of project team

SUCSESSES

- The anticipation on development of exercises and injects, and the corresponding preparation of presentation and flipcharts was crucial and allowed the team to be focused on discussions' content and to fill the PDP throughout the workshop.
- Roles and responsibilities of facilitators had been defined clearly and everybody knew what to do and when, which avoided any confusion or misunderstanding during the workshop.

CHALLENGE

- Lots of questions are still to be answered especially on the not yet finalized SoPs of PEOC, Assessment and Distribution. Some have been asked for years now (e.g. On focal points, communication channels, etc.), with no clear stand/decision from the government. Those issues have to be solved before moving forward.

4.2 Analysis according to workshop objectives and outcomes

The workshop took place with PDC and ACS, thanks to VRCS/FRC as facilitator, involvement and TBR5 project; thanks to the NDMO, the Provincial Government of Torba Province and participants' attendance and involvement. It was made possible by the fruitful cooperation between national (NDMO), Provincial (PDC) and local (ACS) actors bound by a common objective.

Each day and each session had a specific objective that followed the Provincial Disaster Plan template, and helped to reach the overall ones described in the introduction.

Day 1: The risk assessment has been done, including historical event profile, risk scenarios identification, risk mapping design and identification of the populations at risk.

This was the starting point to be able to appropriately address the problem.

Day 2: Response options have been identified during the second day's sessions. This included the identification of the human resources, transport, telecommunication and material means that could be available for different kind of scenarios and for each potentially affected sector.

Day 3: This day was dedicated to the operational structure and decision making process. It has been the opportunity for PDC and ACS to review the NDMO structure and the roles of each actor composing it. The Standard Operational Procedures (SOP) for early warning system, Emergency Operational Center and Assessment have also been presented to the participants. Their knowledge and feedback on these training sessions have then been captured during the table top simulation exercise.

Day 4: The last day was designed to let the participants think about the action plan to be carried out in order to be ready to implement this plan in a real situation.

Thanks to these sessions we could review the achievement of our objectives/outcomes:

Objective and outcome 1 – A **draft of Provincial Disaster Plan (PDP)** is developed

The desired outcomes could therefore be reached, with the completion of PDP template, which was also enriched with comments and remaining questions from participants on its form and content (including on SoPs). It is really important that NDMO is clearly identified by the PDC as a leader in the facilitation of the PDP development process. It is also an opportunity for NDMO to take ownership of the provincial plan and to be able to replicate this kind of training/workshop in the future.

Objective and outcome 2 – **Participants have a clear understanding of the disaster management legal framework** in Vanuatu;

To the baseline monitoring question about the participants' understanding of disaster management, the 22 participants answered that they had only small or no knowledge of it at all. During the endline monitoring question 15 people answered that they had good or very good understanding of the DRM in Vanuatu (see page 18).

Objective and outcome 3 – **PDC and ACS know their roles and responsibilities** in the frame of the PDP;

Besides, participants have a clearer understanding of disaster management and of their roles as PDC members and ACS in the frame of the PDP and especially for emergency situation (see page 18 the answers to Base and endline questions). However, a refresher session should be conducted annually by the PDO.

Objective and outcome 4 – **SoPs are understood and feedback is collected** in order for the NDMO to adjust it.

Furthermore, the workshop was an opportunity to highlight the gaps in terms of SoP development (Review of PEOC SoP, first community damage assessment SoP...). The feedback and recommendations of participants collected during the workshop will scale up to the National level in order to finalize some of the SoP priority needs. Training on these particular points should be conducted later on.

5 RECOMMENDATIONS

5.1 Recommendations for future workshops

From participants

To better ensure accountability towards participants and for the sake of our continuous improvement, a satisfaction survey was conducted at the end of the workshop. Below are the key points raised by participants in the comment section:

- Half of the participants mentioned the workshop was too short and should take place during 5 days;
- More time should be allocated for exercises, in particular those on roles during the response phase considered as very important;
- Representatives of each department should be present during the exercise on emergency response.
- More videos could be displayed during the workshop; it was appreciated as an entertaining-learning tool.

From the Red Cross

Below are the recommendations the VRCS/FRC will take into account for future workshops:

- Provide thorough explanations/presentation on NDMO: strategy, DRR legal framework in Vanuatu (Disaster Act and National Disaster Plan 2010)
 - Develop small quiz to ensure participants have a good understanding of this institutional part.
- Adaptation of some exercises (scenarios, risk mapping, vote for risk matrix)
 - Prioritization of scenarios
 - Work on a clearer explanation to define each scenario (best/likely/worst-case) and the differences between them;
 - Use only one color to select the 3 most important scenarios instead of three different colors. Participants have to select three scenarios and place one dot on each one.
 - Risk matrix (comes right after Prioritization of scenarios)
 - Using post-its, identify the scenarios regrouping more votes;
 - Place scenarios in the matrix according to votes after brainstorming and plenary discussion.

➤ Mapping

- Allow 3 hours;
 - Plan a session on the purpose and methodology of mapping before launching the exercise;
 - Prepare templates for population update;
 - Print and distribute A4 risk matrix;
 - Use one set of green/blue/red markers per group to be able to draw on maps' plastic layers.
- Plan more time for discussions and exercises, and maybe for the whole workshop.

5.2 On the content

The participants' inputs were integrated in the PDP template, but lots of comments were also formulated on its content, regarding:

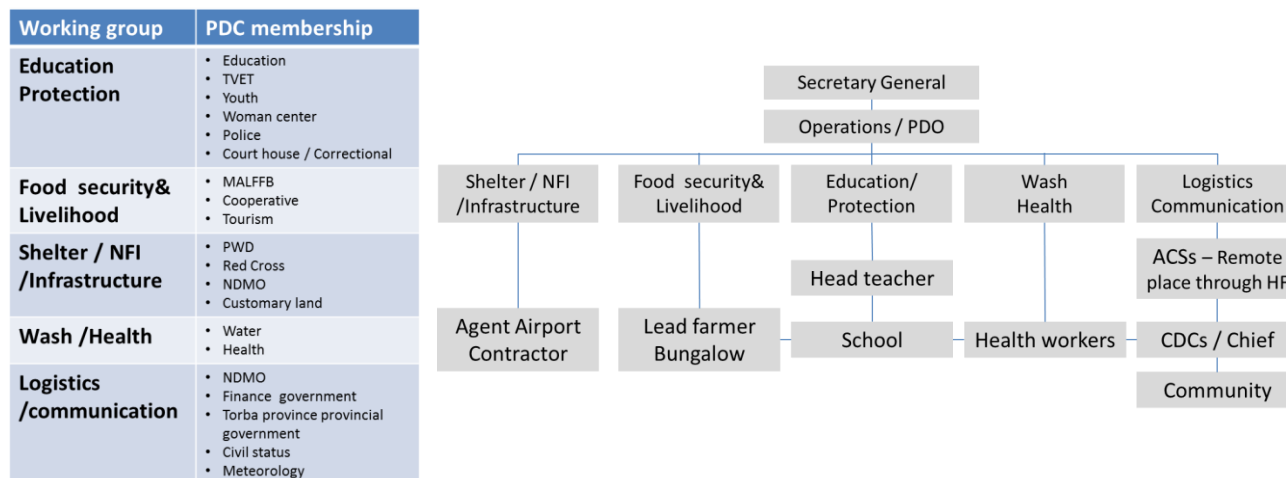
Provincial Emergency Operations Centre

- The need for each department of the province and also at the area council level to secure emergency funds has been discussed. Even if no decision could be taken during the workshop, the PDC will advocate for the creation of an emergency fund and should add it in their budget for the next annual request.
- As for now, the Secretary General acts as Controller in PEOC Organizational Chart, but it is not in her job description. Participants therefore recommend asking the DLA (Department of Local Authorities) to include in SG Job Description SG her/his role of PDC chairman and controller of PEOC. Besides, the SG has to be aware of everything happening to be able to update everyone on the situation/operations. Please note job descriptions, developed by the NDMO, for all positions composing PEOC/SOP are included in PDP appendix (draft).
- Working groups have to be defined according to the specific needs of Torba Province, as there are more clusters at the national level, but at Torba scale some have to merge. This is linked to the precise definition of a lead organization and a focal point for each working group. If the lead organization is not here, another member takes the lead.
The aim is to refer to the 5 sectors selected by participants (WASH/Health – Shelter/NFI/Infrastructure – Logistics/Communication – Food security/Livelihood – Education/Protection) according to the type of disaster striking. E.g.: if there is drought, WASH/Health and Education/Protection sectors are affected and the

corresponding working groups are activated but not the others. These working groups correspond to national clusters.

- Communication Tree

Participants recommended working group members and focal points as follows in the frame of Inject 1 – Early Warning System:



The choice was made to relate the different sectors to the Operations Dept. instead of relating the SG directly to working groups, or to pass through the Communication Officer and ACS.

However, the above **communication tree** is only relevant during the early warning phase for fast onset hazards. After the setting up of PEOC, during the response phase, the communication officer will be the focal person for all communications.

This communication tree and an **updated contact list** are keys to reach everyone so that they have information on time and become more resilient in case of cyclone. Now, participants have to build communication lists and define who is in charge of calling who, and what message each actors have to pass on (activate PEOC, pass message only, etc.). Besides, the formulated document would have to include a plan B that specifies who is to be contacted in case someone does not answer.

- Two recommendations came out of the definition of the communication tree:

- The NDMO should communicate systematically with different Ministries to get information go down as much as possible for everyone to be on the same page. Besides, its agents have to communicate earlier with province when a cyclone enters the tracking map for people to start preparing, and enter the standby stage.

- Participants noted the importance of reinforcing CDCs, because they constitute the tree's basis, and have a key awareness and communication role to play with communities. Ideally, actors should work with CDCs even at the technical level (working group composed of specialists from NGOs, private sector actors, etc.), because they know best. Besides, if some organizations bypass actors on the communication tree, CDC and ACS still have to report back up to ACS, PDC/working groups, SG and Government (NDMO).
- Finally, participants suggested organizing activities for the International Disaster Day on October 13th, which is also the moment when SIMEX are likely to take place after PDP is validated by the PDC & the NDMO.

Assessment (SoPs)

- Assessments have to be standardized: the same assessment forms have to be available in all places, and they have to be automatically transmitted through established procedures to ensure efficient and coordinated help at the provincial and national level (Cf. Standard Operations Procedures). The question of the transmission of those assessment forms between sectors was also raised. Trainings are also needed at each level to improve capacities in doing, compiling and analyzing assessments.
- Related to the assessment process is response setup: who is responsible for the response after having identified the populations' needs? ACS are responsible for sending the assessment forms filled by CDC members to PDC who aggregates the data and sends the sit rep to the NDMO.
- Participants recommended to use the Sit Rep as a template to aggregate the following main data:
 - Number of school buildings / classrooms damaged/destroyed
 - Number of houses damaged/destroyed
 - Number of hospitals damaged/destroyed
 - Number of roads damaged/destroyed
 - Number of airstrips, wharves, anchorages damaged/destroyed
 - Number of evacuees in each schools
 - Available quantities of food and water (inventory and in terms of time)
 - Available Services: kitchens, toilets, showers
 - Number of water catchment damaged/destroyed
 - Number of homeless people
 - Number of gardens damaged/destroyed

- List of disease outbreaks

Remaining interrogations

- Everyone needs to possess a Tracking Map. Some will be distributed later on in the frame of VRCS/FRC TBR5 Project as part of the Family Disaster Plans to every beneficiary household. However, it is necessary that everyone has one, and a solution has to be figured out on this matter (who would be responsible for it, whose budget would finance it, etc.).
- Can CDC members be part of Councils? The problem is ACS get paid when they meet for provincial committee whereas CDC members are volunteers. It becomes a problem if CDC members have to come as they would have to be paid but there is not enough budget, and transport is very expensive in Torba especially. Counselors indeed meet rarely, because they all live on different islands. An in-between system works in Merelava where there was a constitution of Area Council Disaster Committee (ACDC), which relies on ACS. This is difficult, however, to replicate it in bigger islands like Gaua.
- What should be done for communities who do not have a CDC in terms of DRR preparedness and response? Do ACS continue replicating the creation of CDC to reach everyone? Another solution would be to use chiefs as focal points in case of disasters in the communities.

6 CONCLUSION

The Provincial Disaster Plan Workshop for Torba Province took place from April 12th to April 15th in Sola, Vanualava Island, Torba Province. In total, nearly 30 participants answered our invitation favorably and attended the workshop along with 3 VRCS/FRC facilitators, 2 NDMO Representative, 7 Area Council Secretaries, around 20 PDC members and the Secretary General for Torba Province.

The PDP workshop allowed the VRCS/FRC to:

- Give participants insights on the legal Disaster Management framework in Vanuatu through explanations of key legal documents, technical notions and the presentation of the Provincial Disaster template conceived to help them cope with disasters at the provincial level and designed by them and for them;
- Present participants with the roles and responsibilities of each DRR actor, especially at the local level in terms of disaster preparedness, emergency and response for them to be able to identify their strengths and weaknesses and integrate them in the PDP;
- Obtain feedback and recommendations on the Provincial Disaster Plan template with participatory exercises on past-disasters and fictional situations. Actors were invited to analyze their response to previous disasters and to discuss the roles and responsibilities of

DRR actors at the provincial level as well as the hierarchical and communication links between them.

- Obtain feedback and comments on Standard Operational Procedures, especially when PEOC is established, to be able to achieve good communication and collaboration between actors from top to down and down to top. Well-conducted assessments and standardized procedures are also a key for an efficient response and increase the Province's resilience at the community level and as a whole.

The recommendations on preparation/organization and on content formulated by participants and the Red Cross are respectively either taken into consideration for future workshops, or included in the PDP template in the relevant sections with a focus on the roles and responsibilities of PEOC members, communication channels and assessment procedures. Comments are compiled and reported in the report to be at the center of further discussions at the provincial and national levels.

7 APPENDICES

1. Agenda
2. List of participants
3. Feedback of participants on SoPs (Assessment, Distribution, Disaster ACT)
4. Provincial Disaster Plan Template
5. Agenda for facilitators
6. Workshop PPT presentation
7. Simulation injects
8. Invitation letter and conditions for participation